Admin. December 15, 2017

Memorandum 2018-1

Minutes of Meeting on December 1, 2017 (Draft)

The California Law Revision Commission¹ held a meeting on December 1, 2017. A draft of Minutes for that meeting is attached for Commissioners to review.

The attached draft will be deemed final after it is approved by a vote of the Commission. When voting, the Commission may make specific changes to the Minutes. If so, those changes will be memorialized in the Minutes for the meeting at which the vote occurred.

Respectfully submitted,

Brian Hebert Executive Director

^{1.} Any California Law Revision Commission document referred to in this memorandum can be obtained from the Commission. Recent materials can be downloaded from the Commission's website (www.clrc.ca.gov). Other materials can be obtained by contacting the Commission's staff, through the website or otherwise.

The Commission welcomes written comments at any time during its study process. Any comments received will be a part of the public record and may be considered at a public meeting. However, comments that are received less than five business days prior to a Commission meeting may be presented without staff analysis.

DRAFT MINUTES OF MEETING

CALIFORNIA LAW REVISION COMMISSION

DECEMBER 1, 2017

Sacramento

A meeting of the California Law Revision Commission was held in Sacramento on December 1, 2017.

Commission:

Present: Thomas Hallinan, Chairperson

Jane McAllister, Vice-Chairperson

Susan Duncan Lee

Victor King

Crystal Miller-O'Brien

Absent: Diane F. Boyer-Vine, Legislative Counsel

Assembly Member Ed Chau Senator Richard D. Roth

Staff: Brian Hebert, Executive Director

Barbara Gaal, Chief Deputy Counsel

Kristin Burford, Staff Counsel Steve Cohen, Staff Counsel

Karin Bailey, Extern Damian Caravez, Extern

Other Persons:

Kate Cleary, Consortium for Children

Lawrence Doyle, Conference of California Bar Associations

Paul Dubow, California Dispute Resolution Council

Robert Flack

Kurt Heppler, Department of Consumer Affairs

Lexi Howard, California Judges Association

Ron Kelly

Jeff Kichaven

Aaron Maguire, Board of State and Community Corrections

Steven Piser

Hon. Linda Quinn (ret.), California Judges Association

Ana Sambold

Lisa Swafford, Contra Costa County Superior Court

Saveena Takhar, Consumer Attorneys of California

John S. Warnlof, California Dispute Resolution Council

Cordell Wesselink, Consortium for Children

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Study K-402 — Relationship Between Mediation Confidentiality and Attorney Malpractice and			
Study R-100 — Fish and Game Law	15		
APPROVAL OF ACTIONS TAKEN			
Unless otherwise indicated, the Commission decisions noted in these Minutes			
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present at the meeting voted against a particular decision, abstained from voting,			
or was not present when the decision was made, that fact will be noted below.			
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MINUTES OF SEPTEMBER 28, 2017, COMMISSION MEETING			
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2017, meeting. The Commission approved the Minutes, without change.			
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ADMINISTRATIVE MATTERS			
Report of Executive Director			
The Executive Director reported on the following matters:			
 Memorandum 2017-56 was withdrawn from the agenda. 			
• The Governor has not yet filled the Commission's two vacancies.			
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	Approval of Actions Taken		

Commissioner Suggestions

2018 meeting.

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Commissioner Crystal Miller-O'Brien suggested a new topic of study. She

will submit a written description of the topic, for consideration at the February

Meeting Schedule

- 2 The Commission considered Memorandum 2017-53, presenting a proposed
- meeting schedule for 2018. The Commission approved the proposed schedule
- 4 without change.

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5 **Annual Report**

- The Commission considered Memorandum 2017-54, presenting a draft of the
- 7 2017-2018 Annual Report. The Commission approved the report, subject to
- 8 conforming revisions described in the memorandum, for publication and
- 9 distribution to the Legislature and the Governor.

New Topics and Priorities

- 11 The Commission considered Memorandum 2017-55, discussing the status of
- the Commission's current program of work, the new topics suggestions received
- in 2017, and the Commission's work priorities for 2018. The Commission made
- the following decisions:
- The Commission will postpone its work on civil discovery and monitor the experience under AB 383 (2017), which authorizes informal discovery conferences, before proceeding with work on this topic.
 - The Commission accepted the staff recommendations made in Memorandum 2017-55, including the 2018 work priorities listed on pages 39-40 of the memorandum.
- (Commissioner Lee was not present when these decisions were made.)

23 STUDY G-400 — CALIFORNIA PUBLIC RECORDS ACT CLEAN-UP

Unless otherwise specified, all of the statutory references below are to the

25 Government Code.

Revised Tentative Outline

- The Commission considered Memorandum 2017-48 and its First and Second
- Supplements, presenting a staff draft of a revised tentative outline of a proposed
- 29 recodification of the California Public Records Act ("CPRA"). The Commission
- approved that outline subject to the following decisions:

- 1 Heading of Proposed Chapter 3 of Part 5
- The heading of Chapter 3 of Part 5 of the proposed recodification should be
- 3 "Chapter 3. Environmental Protection, Building Standards, and Safety
- 4 Requirements."
- 5 Heading of Proposed Chapter 10 of Part 5
- The heading of Chapter 10 of Part 5 of the proposed recodification should be
- 7 "Chapter 10. Personal Information and Customer Records."
- 8 Recodification of Section 6255 (Catch-all Exemption)
- The Commission approved the approach to recodification of Section 6255
- 10 (plus Sections 6254.27, 6254.28, and 6254.29) that is suggested at pages 4-5 of
- 11 Memorandum 2017-48.
- 12 Provisions Governing Retention of Public Records
- The Commission reaffirmed that the proposed recodification should not
- incorporate record retention provisions now located outside the CPRA. The
- 15 Commission decided not to request authority from the Legislature to conduct a
- separate study on relocating such record retention provisions.
- 17 Incorporation of 2017 Legislation
- The substance of newly-enacted Section 6254.4.5 should be placed in
- "Chapter 1. Crimes, Weapons, and Law Enforcement" of Part 5 of the proposed
- 20 recodification.

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- 21 The version of Section 6253.2 that was repealed in 2017 should be deleted
- from the outline. (*Commissioner King was not present for this decision.*)

Part 1. General Provisions

- The Commission considered Memorandum 2017-49, presenting a draft of
- 25 "Part 1. General Provisions" of the proposed recodification. The Commission
- 26 made the following decisions relating to that draft:
- 27 Section Numbering in the Proposed Recodification
- A 3-decimal-place numbering system should be used in the proposed
- 29 recodification.

- 1 Comment to Proposed Section 7920.000
- For purposes of a tentative recommendation, the Comment to proposed Section 7920.000 is satisfactory as drafted.
- 4 Recodification of Limited Application Definitions
- As the staff prepares the proposed recodification, it should flag each limited application definition in the material being recodified, and discuss whether to place that definition in proposed "Chapter 2. Definitions" or keep it in close proximity to the substantive material to which it pertains. The Commission will determine the appropriate placement of each limited application definition on a case-by-case basis.
- 11 Cross-Reference in Section 6252(a)
- For purposes of a tentative recommendation, proposed Section 7920.505 (continuing Section 6252(a)) and the accompanying Comment are satisfactory as drafted. The tentative recommendation should include a Note immediately after proposed Section 7920.505, which solicits comment on the proper treatment of Section 6252(a)'s cross-reference to "subdivisions (c) and (d) of Section 54952" (emphasis added).
- The tentative recommendation should also include a list of "Corrected Cross-References." The foregoing cross-reference should be on that list.
- 20 Cross-Reference in Section 6254.24(b)
- For purposes of a tentative recommendation, proposed Section 7920.530(b) (continuing Section 6254.24(b)) and the accompanying Comment are satisfactory as drafted. The tentative recommendation should include a Note immediately after proposed Section 7920.530, which solicits comment on the proper treatment of Section 6254.24(b)'s cross-reference to "Sections 1808.2 and 1808.6 of the Vehicle Code" (emphasis added). That cross-reference should be on the list of "Corrected Cross-References" in the tentative recommendation.
- 28 Apparent Error in Section 6254.24(g)
- For purposes of a tentative recommendation, proposed Section 7920.530(g) (continuing Section 6254.24(g)) and the accompanying Comment are satisfactory as drafted. The tentative recommendation should include a Note immediately after proposed Section 7920.530, which solicits comment on the proper way to recodify Section 6254.24(g).

1 (Commissioner Lee was not present for any of the above decisions relating to this study.)

Part 2. Disclosure and Exemptions Generally

- The Commission considered Memorandum 2017-60, presenting a draft of
- ⁵ "Part 2. Disclosure and Exemptions Generally" of the proposed recodification.
- 6 The Commission made the following decisions relating to that draft:
- 7 Proposed Section 7921.310
- For purposes of a tentative recommendation, proposed Section 7921.310 (continuing Section 6252.7) and the accompanying Comment are satisfactory as drafted. The tentative recommendation should include a list of "Minor Clean-Up Issues for Possible Future Legislative Attention." The following entry should be
- on that list:

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- Consider whether to clarify the usage of the term "local agency" in Section 6252.7 and its continuation (proposed Section 7921.310).
- Recodification of Section 6254.5
- The sentence in Section 6254.5 defining "agency" for purposes of that section should be recodified as proposed Section 7920.300 in "Chapter 2. Definitions," to read:
 - 7920.300. As used in Section 7921.505, "agency" includes a member, agent, officer, or employee of the agency acting within the scope of his or her membership, agency, office, or employment.
 - **Comment.** Section 7920.300 continues the second sentence of former Section 6254.5 without substantive change.
 - For purposes of a tentative recommendation, proposed Section 7921.505 (continuing the remainder of Section 6254.5) and the accompanying Comment are satisfactory as drafted.
- The list of "Minor Clean-Up Issues for Possible Future Legislative Attention" should include the following entries:
 - Consider whether to simplify the description in the first sentence of Section 6254.5 (proposed Section 7921.505(a)) of which exemptions are waived.
 - Consider whether to revise the descriptions in subdivisions (g) and (i) of Section 6254.5 (proposed Section 7921.505(b)(7) & (9)) to make them more readily understandable.

Cross-References

- 2 The Commission considered Memorandum 2017-50 and its First Supplement,
- 3 relating to statutory cross-references in CPRA provisions. The Commission made
- 4 the following decisions for purposes of a tentative recommendation:
- 5 Cross-References in Section 6254(v) and (y)
- In the provision(s) that would recodify Section 6254(v) and (y), the staff
- should insert the word "former" before each of the cross-references that are
- 8 shaded on pages 5-6 of Memorandum 2017-50.
- 9 Cross-References in Section 6254.2(f) and (g)
- In the provision(s) that would recodify Section 6254.2(f) and (g), the cross-
- 11 references to the federal Insecticide, Fungicide, and Rodenticide Act should
- include a parallel citation to the United States Code.
- 13 Cross-Reference in Section 6254.4
- The provision(s) that would recodify Section 6254.4 should cross-refer to the
- "federal Help America Vote Act of 2002 (52 U.S.C. Sec. 20901 et seq.)."
- 16 Cross-Reference in Section 6254.24(g)
- Like Section 6254.24(g), the provision that would recodify that section should
- refer to "a probation officer as defined in Section 830.5 of the Penal Code." The
- 19 tentative recommendation should include a Note immediately after the proposed
- 20 recodification, which would solicit comment on whether to revise the phrase "a
- 21 probation officer as defined in Section 830.5 of the Penal Code" for the reasons
- 22 discussed on pages 8-10 of Memorandum 2017-50.
- 23 Cross-References in Section 6254.25(e)
- The provision(s) that would recodify Section 6254.25 should incorporate the
- 25 revisions shown on pages 14-15 of Memorandum 2017-50. The tentative
- 26 recommendation should include a Note after the provision(s), which solicits
- 27 public comment on those revisions.
- 28 Recodification of Section 6254.28
- 29 The provision that would recodify Section 6254.28 should use the same terms
- as in that section (i.e., "official record" and "public record"). The tentative
- recommendation should include a Note after that provision, which solicits public
- comment on (1) whether to replace the term "official record" with "official filing"

1 2 3	and (2) whether to replace the term "public record" with "public filing," for the reasons discussed at pages 16-17 of Memorandum 2017-50. (Commissioner Hallinan was not present for this decision.)
4	Study K-402 — Relationship Between Mediation Confidentiality and
5	ATTORNEY MALPRACTICE AND OTHER MISCONDUCT
6	The Commission considered Memorandum 2017-61, which (1) analyzes
7	comments on specific aspects of the tentative recommendation and (2) explores
8	whether the proposed new exception to mediation confidentiality should apply
9	only in a State Bar disciplinary proceeding. The Commission also considered
10	Memorandum 2017-62 and its First and Second Supplements, presenting new
11	comments on this study. In addition, the Commission considered the material
12	that is attached to the Third Supplement to Memorandum 2017-62.
13	The Commission made the decisions described below. All page references
14	pertain to Memorandum 2017-61.
15	Use of the Phrase "Professional Requirement" (pp. 7-9)
16	Proposed Evidence Code Section 1120.5(a)(1) should be revised to replace
17	"professional requirement" with "professional obligation," as follows:
18 19 20 21 22 23 24 25 26 27	1120.5. (a) A communication or a writing that is made or prepared for the purpose of, or in the course of, or pursuant to, a mediation or a mediation consultation, is not made inadmissible, or protected from disclosure, by provisions of this chapter if all of the following requirements are satisfied: (1) The evidence is relevant to prove or disprove an allegation that a lawyer breached a professional requirement obligation when representing a client in the context of a mediation or a mediation consultation.
28	Application in a State Bar Disciplinary Proceeding Only (pp. 10-28)
29	Commissioner King moved that the proposed new exception apply only in a
30	State Bar disciplinary proceeding. His motion failed for lack of a second.
31	Commissioner Lee moved to keep the approach used in the tentative
32	recommendation — i.e., the proposed new exception would apply in the
33	following types of cases:
34 35	(A) A disciplinary proceeding against the lawyer under the State Bar Act, Chapter 4 (commencing with Section 6000) of the

- Business and Professions Code, or a rule or regulation promulgated pursuant to the State Bar Act.
 - (B) A cause of action for damages against the lawyer based upon alleged malpractice.
- 5 (C) A dispute between the lawyer and client concerning fees, 6 costs, or both, including, but not limited to, a proceeding under 7 Article 13 (commencing with Section 6200) of Chapter 4 of the 8 Business and Professions Code.
- 9 The Commission passed this motion. (Commissioner King voted against this decision.)

Claim Against an Attorney for Fraud or Breach of Fiduciary Duty (pp. 28-29)

The Commission decided that proposed Section 1120.5(a)(2)(B) should not expressly refer to a claim against an attorney for fraud or breach of fiduciary duty.

Fee Disputes (pp. 29-30)

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The Commission decided not to make any revisions of proposed Section 1120.5(a)(2)(C). (Commissioner King voted against this decision.)

The Commission later discussed how proposed Section 1120.5's notice requirement should apply to a fee dispute (see p. 52). During that discussion, Commissioner King moved to make proposed Section 1120.5 inapplicable to a fee dispute. His motion died for lack of a second.

Enforcement of a Mediated Settlement Agreement (pp. 30-33)

The Commission decided that proposed Section 1120.5 already makes sufficiently clear that the exception would only apply in the types of proceedings enumerated in it. Additional language on this point is unnecessary and could be detrimental.

Filing a Cross-Complaint for Legal Malpractice When a Party Moves for Enforcement of a Mediated Settlement Agreement (pp. 34-35)

The Commission decided that the Comment revisions suggested on page 35 are unnecessary; the possibility of severance is generally well-known and obvious here.

Impact of a Successful Legal Malpractice Suit for Mediation Misconduct (pp. 35-37)

The Commission considered the Consortium for Children's concern relating to collateral estoppel. The Commission decided that the tentative recommendation already addresses that point in a satisfactory manner.

Exceptions to Paragraph (a)(3) (pp. 39-40; see also pp. 21-22, 37-39)

The Commission decided to revise proposed Section 1120.5(a)(3) as follows to make it subject to the same four exceptions as Evidence Code Section 703.5:

1120.5. (a) A communication or a writing that is made or prepared for the purpose of, or in the course of, or pursuant to, a mediation or a mediation consultation, is not made inadmissible, or protected from disclosure, by provisions of this chapter if all of the following requirements are satisfied:

...

(3) The evidence does not constitute or disclose a writing of the mediator relating to a mediation conducted by the mediator. This paragraph does not apply to a writing that could (i) give rise to civil or criminal contempt, (ii) constitute a crime, (iii) be the subject of investigation by the State Bar or Commission on Judicial Performance, or (iv) give rise to disqualification proceedings under paragraph (1) or (6) of subdivision (a) of Section 170.1 of the Code of Civil Procedure.

Discussion of Paragraph (a)(3) in the Comment (p. 40)

The Comment to proposed Section 1120.5 should include the following discussion of paragraph (a)(3):

Under paragraph (3) of subdivision (a), the mediation confidentiality exception created by this section is inapplicable to evidence that constitutes or discloses a writing of a mediator relating to a mediation conducted by the mediator. This requirement complements the mediator competency restrictions stated in subdivision (e) and Section 703.5, and it is subject to the same four exceptions as those provisions.

Thus, unless one of the four exceptions applies, a litigant could neither obtain a mediator's writing directly from the mediator nor circumvent that restriction by obtaining such a writing from another source. Further, a litigant could not learn the content of such a writing through other materials in the custody of another source. For instance, if the *response* to a mediator's email message reflects the content of that message, the response would not be discoverable under this section unless the portion of it reflecting the content of the mediator's message could be effectively redacted. Otherwise, the response would impermissibly "disclose a writing

1 2	of the mediator relating to a mediation conducted by the mediator."
3	Definition of a "Writing" (pp. 40-41)
4	The Commission decided not to cross-refer to Evidence Code Section 250 in
5	the text of proposed Section 1120.5. The reference in the accompanying Comment
6	is sufficient.
7	Require Mediator Testimony (pp. 41-42)
8	The Commission decided not to delete or otherwise revise proposed Section
9	1120.5(e), relating to mediator testimony.
10 11	Possible Additional Safeguards Relating to Mediator Testimony and Mediator Communications (pp. 42-46)
12	Commissioner King moved to add the following new paragraph to proposed
13	Section 1120.5(a):
14 15 16 17 18	1120.5. (a) A communication or a writing that is made or prepared for the purpose of, or in the course of, or pursuant to, a mediation or a mediation consultation, is not made inadmissible, or protected from disclosure, by provisions of this chapter if all of the following requirements are satisfied:
19 20 21 22	(4) The evidence does not constitute or disclose a mediation communication of any mediation participant other than the client and attorney specified in subdivision (a).
23	The Commission decided not to make such a revision.
24	(Commissioners King and McAllister voted for this motion.)
25	The Commission considered whether to expand proposed Section 1120.5(a)(3)
26	as follows to refer to an oral communication of a mediator:
27 28 29 30 31 32	1120.5. (a) A communication or a writing that is made or prepared for the purpose of, or in the course of, or pursuant to, a mediation or a mediation consultation, is not made inadmissible, or protected from disclosure, by provisions of this chapter if all of the following requirements are satisfied:
33 34 35	(3) The evidence does not constitute or disclose a writing <u>or oral</u> <u>communication</u> of the mediator relating to a mediation conducted by the mediator

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The Commission decided to make this revision.

The Commission also considered whether to make any revisions relating to mediation briefs. It decided not to do so.

Timing of Required Notice (pp. 46-49); Types of Cases in Which Notice is Required (p. 52)

The Commission initially decided that early notification of mediation participants who are not involved in a misconduct dispute is preferable to delayed notification, so that those participants can take steps to protect their interests if they deem that necessary.

Later, the Commission decided to require notification of the other mediation participants in every type of proceeding in which proposed Section 1120.5 would apply. Having reached that conclusion, the Commission began discussing specifically when to require such notice in each type of proceeding.

The Commission first decided that in a State Bar disciplinary proceeding, notification of the other mediation participants should occur when the State Bar prosecutor files a formal complaint, not during the earlier investigation stage. Upon considering how to treat a fee dispute, however, the Commission decided to establish an across-the-board rule that a party may not invoke proposed Section 1120.5 in any proceeding unless that party gives reasonable advance notice to the other mediation participants.

Only Require Notice to a Mediation Participant Whose Identity and Address are Reasonably Ascertainable (p. 49)

The Commission reaffirmed that proposed Section 1120.5 should only require notice to a mediation participant whose identity and address are reasonably ascertainable.

(Commissioner McAllister was not present when this decision was made.)

Expressly Require Notice to the Mediator (pp. 49-50)

The Commission decided that proposed Section 1120.5 should expressly require notice to the mediator, along the lines shown on page 50.

Content of Notice (see generally pp. 50-52)

The Commission decided that the notice required under proposed Section 1120.5 should:

(1) Specify the names of the parties to the dispute over alleged mediation misconduct.

- (2) Warn other mediation participants that resolving the dispute might involve disclosure of mediation communications or writings.
 - (3) Identify the statutory provision under which mediation communications or writings might be disclosed (proposed Section 1120.5(a)(2)(A), (B), or (C)).
- In addition, the party providing notice must include a copy of the complaint or other initial pleading alleging mediation misconduct.

Reimbursement of Expenses Incurred By a Third Party Participant (pp. 53-54); Consent of All Third Party Participants

The Commission decided not to include a reimbursement requirement in the proposed legislation. The Commission concluded that existing law is sufficient to address this point.

During the reimbursement discussion, Commissioner Miller-O'Brien moved to condition use of the exception on obtaining consent from the other mediation participants. Her motion died for lack of a second.

Contracting Around the Proposed New Exception (pp. 55-56)

- The Commission decided to add the following provision to proposed Section 19 1120.5:
- 20 (h) Any agreement purporting to override this section is null 21 and void.
- 22 The accompanying Comment should state:

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- To help ensure that attorneys are held accountable for mediation misconduct, subdivision (h) prevents mediation participants from contractually avoiding the impact of this section.
- (Commissioner King voted against these decisions.)

Informing Mediation Participants About the Exception (pp. 56-57)

The Commission considered whether to specify who must inform mediation participants about the exception, when to provide such information, in what manner, and similar details. The Commission decided not to address those matters in its proposed legislation.

Retroactivity (pp. 57-58)

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The Commission decided that the approach to retroactivity used in the tentative recommendation is satisfactory. The uncodified provision and accompanying Comment should remain as is.

5 Arbitration (see generally p. 48)

The Commission decided that proposed Section 1120.5 should apply to a legal malpractice claim that is arbitrated, not just a legal malpractice claim that is tried in court.

9 Approval of a Final Recommendation (p. 58)

The Commission directed the staff to prepare a new draft of the Commission's proposal, which implements the revisions described above and any necessary conforming changes. The staff shall provide that draft to the Chair and Vice Chair for review and approval. Subject to such revisions and approval by the Chair and Vice Chair, the Commission approved the proposal as a final recommendation, for printing and submission to the Legislature and the Governor.

(Commissioner King voted against this decision.)

STUDY L-4130 — DISPOSITION OF ESTATE WITHOUT ADMINISTRATION

Interest Rate

The Commission considered Memorandum 2017-57 and its First Supplement, discussing the 10 percent interest rate applied in certain Probate Code provisions that govern the disposition of a decedent's estate without administration. The interest is charged when a beneficiary who received property outside of administration is required to return the property to the estate, but no longer owns the property at issue.

The Commission decided that the following changes should be made to those interest provisions:

- (1) The interest rate should be set at a fixed rate of 7 per cent.
- (2) Interest should not begin accruing until a beneficiary has been given notice that property must be returned to the estate.
- (3) The court should be given discretion to reduce or waive the interest if the beneficiary acted reasonably and in good faith, under the circumstances known to the beneficiary

Dollar Limits

The Commission considered Memorandum 2017-58, discussing the dollar amounts that limit the application of certain Probate Code provisions that govern the disposition of a decedent's estate without administration.

The Commission decided that those dollar limits should be raised to adjust them for inflation since the dates that they were last adjusted. The United States Bureau of Labor Statistics Consumer Price Index for All Urban Consumers will be used to calculate the adjustment amounts. In addition, an automatic adjustment mechanism should be added, to make future adjustments to those amounts administratively, without the need for further legislation. The mechanism should be similar to the one provided in Code of Civil Procedure Section 703.150.

The staff will prepare draft language implementing these decisions, for consideration at a future meeting.

STUDY R-100 — FISH AND GAME LAW

The Commission considered Memorandum 2017-59 and its First Supplement, presenting components of the staff's analysis of the funding and expenditure provisions in the Fish and Game Code. No Commission decisions were required or made.

☐ APPROVED AS SUBMITTED	Date
APPROVED AS CORRECTED corrections, see Minutes of next meeting)	Chairperson
	Executive Director